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EXECUTIVE AND PERSONNEL  
**MANAGEMENT**  
ON THE  
NATIONAL FORESTS



A MEDIUM FOR THE EXCHANGE OF IDEAS AND  
EXPERIENCES BY OPERATING EXECUTIVES  
FOR THE BETTERMENT OF THE  
SERVICE

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## CONTENTS

Our New Relationship to the Public	
By John H. Hatton.....	3
We Need a New Concept of P. R.	
By H. R. Kylie.....	8
New Opportunities in Public Relations	
By F. A. Ineson.....	10
New Relationships to a New Public.....	13
Reviews	
Public Relations Policies.....	15
Suggestions for Discussion.....	17
Discussion of Lesson 28.....	18
By E. A. Foster.....	18
H. R. Hughes.....	20
Lee P. Brown.....	22
C. S. Robinson.....	23
Andrew Hutton.....	24



## OUR NEW RELATIONSHIP TO THE PUBLIC

By JOHN H. HATTON

National Forests and Community Welfare have been synonymous terms in National Forest Administration. I think no one has questioned the expression as a guiding thought and principle or ideal. Different generations of Foresters have generously appropriated it. But many have not gone to much trouble to reduce it to figures. The "New Deal" is calling for definitions and explanations and figures. It is asking for fuller analyses of the principle in its relationship to every-day living. "Let's get down to cases," it observes.

"The greatest good to the greatest number in the long run" was an early coinage by our greatest of conservation pioneers. He knew what it meant to him, and he thought all the rest of us did, because we followed, or tried to follow, without question his leadership. It served the purpose very well during that period when the public was reflecting upon Forest Reserve policies previously in effect and which seemed to prescribe how *little*, not how *much* may we properly make the Forest resources serve the dependent public of *today* and *tomorrow*. There were no revised dictionaries or encyclopedias to which either Forest officers or the public could refer. The principle was new, and in itself expressed a "new deal" in Forest administration. We found the expression a convenient vehicle for avoiding difficult explanations and issues. As to its actual application and use in the "channels of trade," I will not attempt to tabulate how numerous and variously it has been properly used or improperly counterfeited.

But intentions have been on the whole good, even though conceptions and definitions and applications sometimes ethereal. Now we must come down from the clouds, whether we have a parachute or not. We must plant our feet on terra firma and consider that the whole is made up of the sum of its parts, and then treat the parts separately and less en masse and in the abstract. We are to consider, perhaps more than we have been wont, that the use of resources and the objectives in conservation are applicable to *this* as well as to succeeding generations. Our public, "the greatest number in the long run," has disintegrated and separated from the mass of individuals, and their wives and babies and dependents are appealingly standing by. They are breaking away from the crowd and are asking. "Where do we come in? What does this thing conservation spell in victuals and clothes and a place to lay our heads? Are we of that 'greatest number' or must we look to other sources for self-help and opportunity?"

Therein lies the challenge and the opportunity in our new National Forest relations to the public; and there is no standard answer for this or that resource or community, in my judgment. Broad policies may be developed, but local conditions and historical background will help prescribe their application to different Forest localities and regions.

The solution will not be in saying: "We took care of, for instance, 100 applicants in grazing permits last year. We will make it 200 this." The hundred who previously qualified have some further claim to consideration along

with those who have not had, and who up to now were, perhaps, not interested in that particular form of relief or benefit. If they have been interested and have been denied, then our "new deal" relations prescribe that deeper analyses be made of the rules and regulations which have led to those denials; and these analyses must be made also with thought to the one who has had, as well as to the one who has not—and the latter class includes both those who have desired and those who depend upon government to initiate programs in their behalf. My inclination is, first, toward those who look upon opportunities in the light of self-help in connection with such accumulations and experience as they already have. If it will mean that those who have had and have been more self-sufficient must sacrifice or give way to their fellows, then those who are new and largely dependent upon government should be placed and assigned work and opportunities where the habitually provident and successful who have accumulated honest and legitimate investments will not suffer inordinate sacrifices.

Among the Indians in the State of Washington there used to be held festivities or gatherings called "potlaches." Every now and then they would come together from far and near and deposit their accumulated possessions in a pool and make a redivision of property among the provident and the improvident and the fortunate and less fortunate. On a complaint of the Indian Service I was asked to make a personal investigation of one of our Forest Rangers who in his earlier years took to wife a comely Indian maiden. But this wife in after years made pilgrimages to those potlaches and met with her people, laden with the Rangers' goods and valuables. He protested, and without legal formalities told her she need not return to him after she had regularly made such pilgrimages to her people. Believing somewhat in the principle that a man is worthy of his hire and of the results of his initiative and industry, within the proper public interest, I sided with the Ranger in his viewpoint, and reported to my own and the Indian Service that I would do the same under the same circumstances. The report and recommendation were not contested. But here was a problem in socialism, and that was the way we answered it. Regardless of our previous concepts and beliefs, however, the depression and the new deal have pyramided human relations. Cain's answer to the Lord in the fourth chapter of Genesis, "Am I my brother's keeper?" has something of an affirmative parallel and appeal in the world today. So with *definite* and *appropriate reservations* we agreeably dedicate and allocate the National Forest resources to our new or intensified social concepts.

We have been somewhat content to think of renewable resources in terms of human values by stating that there are values that cannot be expressed in dollars and cents, or in every-day uses. That expression has also been somewhat overworked. Now we are asked to draw finer lines and make closer definitions and decisions. Ledger accounts have become increasingly important, and balanced budgets, even in terms of natural resources, are still vogue, whether as individuals or as a nation we have yet learned properly to keep such books. We are destined to get a lot more instruction and experience on that score in the next few years. Meantime, whether our resource uses will exactly balance their renewal is something that may not be fully answered, at least temporarily. On the other hand, I personally adhere to the principle of



conservatism in the use of the resources as making the greatest contributions to the dependent public.

In the establishment of the National Forests many local communities and individuals lost temporary advantages. In the name of "Conservation," the establishment or insurance of larger and what were considered the more permanent public values justified any such result. Anyway, that was our standard argument. If, however, all local communities affected by the National Forests have been, or had been, restricted in substantial and permanent development, there could have been, and could be now, no valid reason for the Forest Service organization and subsequent existence. We must express National Forests in terms of local communities as well as in that broad and intangible term "the general public" that more often does not know, and sometimes does not seem to care, whether it has a proprietary personal interest in something that its component members never take the trouble to go and see. "Property of the general public" is another expression that has its place, but has also been overworked, in my opinion. Harping on it does not appeal to the individual whose daily existence and that of his children is largely dependent upon some home use of those resources as well as their protection; who feels as much personal interest as anybody in seeing that they are wisely used, protected and conserved. There should be no difficulty in reaching common conservation viewpoints with such patrons of Forest resources.

Monetary considerations payable to that "general public" because of these personal uses and benefits are agreed to by reasonable people. Such monetary considerations can be extended, applied to other special personal uses that the individual obtains, such as recreation and other facilities which are now free. But productive local uses and benefits cannot be dispensed with to make exclusive hunting and playgrounds, for instance, for a transient population, for two or three weeks each year, even if that transient population might greatly exceed the number of people permanently residing in local dependent Forest communities. The country cannot be halved into eastern industrial and western playground classifications by counts of noses. What is the average personal absentee ownership or proprietorship in the National Forests of 120,000,000 people in blades of grass, or drops of water, or clumps of trees and brush? We can well raise the question, "Have we capitalized enough the values of these resources to the people who live in and near them and who are a very important vital and component part of that 'general public'?" They should not be classified as usurpers of sources of livelihood to which they are not entitled and on which they are dependent. The "general public" will not lose its investment by such a policy, and the strongest possible support will be developed through the home folks for conservation principles. There are no greater avenues of approach to our so-called public relations in getting support for conservation principles and ideals than through satisfied, informed local communities dependent upon and using the renewable Forest resources. Public relations activities, in other words, should begin at home, from where their influences will spread and grow in geometrical ratio.

But the temporary advantage of some people was necessarily lost by the advent of the Forest Service and the National Forest system. I think we can



properly and safely use and justify the simile of the railroad in revolutionizing and improving transportation and its displacement of horse freighter lines into our interior valleys and more inaccessible mountain and plains communities; the electric car and auto; labor-saving machinery; and more recently, the realization of our earlier dreams of aerial transportation. Are we asked by the "New Deal" to revert to those earlier conditions and to more widely disseminate hand-labor employment? I believe not, generally, although there may be some reversion to such conditions in the interests of more direct and widespread employment and relief.

One phase of the depression has been the "back-to-the-land" movement. Its extent and significance have not been fully measured or appraised, nor its possibilities yet guided or controlled. It is, no doubt, partly a natural expression of the backward swing of the pendulum from what has been the extreme trend of the present generation toward urban life and artificial living. No doubt it is a wholesome trend, this backward swing of the pendulum, if it does not swing too long and far, as it may have bearing on the National Forests. National Forest lands in the main must be kept in public ownership and control, whether that applies to subsistence homestead uses or other services that these lands may contribute to every-day living. Their permanent alienation to private ownership, in my judgment, would divert their possibilities in the larger and more permanent public services. Their marginal and submarginal character for the ordinary exclusive rural occupations urge that they be kept in public ownership. The history of settlements on submarginal lands, unless revolutionized, has furnished enough precedents for this conclusion.

Those of us who have grown up in the National Forest movement can well contemplate the changes that have taken place in our own experience and observation. For instance, thirty-one years ago last spring I came to Colorado to examine and report upon lands for inclusion in National Forests, then Forest Reserves. In the enthusiasm of young manhood and the halo of conservation ideals, local petitions adverse to Forest Reserves and the withdrawal of lands were little heeded in my recommendations, and a number of National Forests were established as a result on large acreages that were examined. My mind goes back as I compare community conditions in and around those areas then and now. I have sometimes been disturbed as I call up little mountain communities almost everywhere present then and which have since disappeared. Has that been the result of the National Forest system? Or has it been just the natural growth and change from rural to urban life and the gravitation of people or trade to the larger centers—one of the results of motorized transportation and the annihilation of distance? Or was it the natural result of other changes that have been considered as having accomplished the advancement of the race? If these changes have contributed to the greater stability and permanence of our public resources and institutions in their relations to human lives in this generation, and will for the next, and the next, then we need not be disturbed by what has been the practical exodus of National Forest mountain communities during the quarter of a century just passed. If they have not so contributed to human welfare, then we may well question whether in the administration of the Forests we have yet found our full place and responsibility in the human uses and employment of our natural resources.

The year 1934 is accumulating basic information on National Forest dependency and land-use planning. These dependency studies have shown a total of 46,830 families inside the National Forests and 120,608 families outside and adjacent, wholly or partially dependent upon Forest resources and industries. Added to these figures are 40,320 laborers inside and 71,121 outside wholly or partially dependent upon Forest resources and Forest industries. Compared with the numbers of people at present realizing directly or indirectly from these resources and industries, the number now benefiting and the numbers classified in the dependent totals show little similarity or relationship. How to bring these figures closer together will tax the genius and foresight of the entire Service. We suggest that part of the solution of the problem will be found more in partial employment in Forest resources and industries, with a considerable portion of that employment possibly created by the government itself. Part of it will probably be found in a larger program of Forest development and physical improvement projects undertaken in the nature of Forest investments. Some of it may be found in more local employment of a protective or supervisory nature in fire patrols and protection, wild-life development, as well as timber improvement, forest planting, range rehabilitation and other activities that pertain to different resources. There seems to be no doubt but that increased social uses of the National Forests under the "New Deal" are inevitable; but they will likely be more in the above indicated directions, in part-time employment or services accomplished in some instances by the establishment of community settlements in appropriate locations, but without alienating the lands to private ownership. It is believed that it will not be in the interests of proper land and resource economics to unduly break down our present land-dependency policy for such uses as grazing, for instance, and redistributing such privileges to such a point as will depreciate investments and materially reduce the dependent ranch qualification for such privileges. Land settlement failures within and adjacent to the National Forests have not been the result of the denial of grazing privileges. A study of the causes of farm and land abandonment in the National Forests shows out of 44,428 farms only 212, or less than five-tenths of one per cent, were abandoned for lack of grazing privileges. Therefore increased social uses and opportunities would appear to lie largely in other directions. The principal causes of land abandonment have been the inadaptability of mountain and hill lands to the ordinarily accepted forms of agriculture, thus emphasizing that the use of such lands in connection with any increased social uses of the Forests should be under public and not private control. With the very thorough extensive and intensive classifications that have been made of all lands within the National Forests, there should be no question as to the limited proportion of them, if any, that would be suitable for private acquisition and title, even on a partial subsistence basis.



## WE NEED A NEW CONCEPT OF P. R.

*By* H. R. KYLIE

Forest Service personnel and policies affect widely differing cross sections of the American public, and necessarily affect them in widely differing ways.

As the administrative unit for a large and a growing acreage of public forest lands, the Forest Service has the task of weighing one against the other, the varying interests of these public cross sections before determining policies. We have to consider the interests of the lumber group, the grazing group, the fishing, hunting and recreation groups, the water users, and transcending all these, not only the present interest of the general public, that owns these properties, but in addition, its future interests, which are to be determined as best we can from the present rapidly shifting appraisement of its needs and its demands. These interests conflict. They always will. This conflict demands the highest type of public relations decisions and actions of which we are capable, and without doubt, in the opinion of those who watch us perform, our ability to successfully handle our job will be measured by these decisions and actions.

When I entered the Service twenty years ago I was told I was working for an outfit whose job, as they saw it, was to insure a lumber supply, but that since much of the National Forest acreage had no forests on it, but did have fine forage, they had taken on grazing as a side job. These were the two main jobs: Those in charge of the timber were wood enthusiasts. We have a lot of them today. Those in charge of grazing were meat enthusiasts. We also have a lot of them. Water supplies, stream regimen, recreation and wild life constituted the tail and went wagging along with the body, not demanding, and therefore not receiving, special attention.

In time conflicts arose. The lumber group thought of the National Forests in the only way you could expect them to think, namely, as primarily wood-producing units; so, too, the stockmen considered them as primarily part of their meat-producing plants, and unless I err grievously they are surer of this now than ever. The lumbermen, I think, are not so sure. Later we find water users demanding that grazing be prohibited on watersheds supplying their water, wilderness enthusiasts and nature lovers demanding that lumbering cease where they want it stopped, game enthusiasts demanding that the stockmen go hence with their herds and leave the solitudes to the game. The more or less gentle disciples of Izaak Walton are not so imperative in their demands, but they, too, demand consideration. The general public, not being united in an "Association to Assure the Greatest Good to the Greatest Number," must depend on the Forest Service to look after their interests. With these varied interests to consider, it is axiomatic that our public relations work should rank high on the list of important jobs to be done, and that its pitfalls and possibilities call for a fairly efficient brain trust to guide its hazardous progress.

I suppose we could, if we tried, find in our Forest Service writings examples of bias and the single viewpoint, and that we could also find examples

of its translation into action, but it would seem as if there should be only a small place in our Public Relations effort today for single-objective enthusiasm. We are working in a social flux that requires careful stepping and vision, and in our public relations we must watch our step and look ahead with a comprehensive eye.

Suppose, for example, that the stock interests wanted in some way to clinch their ten-year grazing privileges, perhaps tie them in to their ranches as assets. Would this interfere with the game or the recreation or water interests, and more important still, would it affect the general public interest, and if so in what ways? Do our public relations plans contemplate this as a possibility and prescribe the long-time steps to be taken to meet it? Do they consider the trend toward a better balance between production and consumption and the possibility of a lessened demand for stock from our Western ranges because of adequate production on Eastern farms? Do they consider that Western ranges contribute only five or six per cent of the total production of meat animals? Do our plans prescribe contact with the varying interests and possibly calling them together for discussion among themselves with the Forest Service acting in a judicial capacity and having regard for *all* interests concerned, or do they call only for contacting the various interests (the messenger boy technique) and for leaving the Forest Service in the position of a buffer instead of a judge, receiving blows from all sides and agreement from none?

Do our public relations planners have in mind, in formulating their plans, the possible and probable effects on the National Forest property of the new social viewpoints (born of the Depression) on property rights, profits, the social versus the individual interest, the effect of increased leisure, or the trend toward decentralization of industry on the National Forest property? Do they have in mind the demand for individual economic security in the interest of society as a whole, with its subsistence homestead proposals, and accompanying proposals that the forests furnish part-time work as a contribution to individual economic security? Do they have in mind the relative importance of these various interests based on a survey of particular forest values on their individual forests; in other words, do they have a well-balanced concept of the Forest Service job?

We need to acquire a better balanced concept of our job. We are under pressure and in danger of being swayed first this way and then that by this or that vociferous or politically powerful group. If we can find a fundamental and sound base in which our public relations can root, and from which it can logically and satisfactorily grow, then, when single-minded groups seek to establish for themselves an advantage over other groups, we'll know what's best to do, otherwise we need not be surprised if outsiders wonder whether or not we know what our job really is.



## NEW OPPORTUNITIES IN PUBLIC RELATIONS

*By F. A. INESON*

For decades the forestry profession has been going about the task of developing favorable public opinion through the use of every applicable method. These, the tools of public relations, might be likened to the specimens of an arboretum. Every species and variety which is discovered is transplanted there, nurtured and fostered, that it may have full opportunity to wax strong and vigorous among its contemporaries. In the arboretum of public relations we find sturdy trees representing group associations, descriptive bulletins, newspaper articles, lecture tours, radio broadcasts, slides, motion pictures, and others. Some of these specimens have matured, others are still in their youth, still others started out bravely only to succumb to conditions for which they were not adapted. Injuries and disease have taken their toll, and many show the results of the tree surgeon's patchwork.

A year and a half ago a new director took over the reins of this arboretum. He brought with him the fruits of genetic experiments in human relations developed with the wizardry of a Burbank. The immediate germination and rapidity of growth of these new varieties has been astounding. The "catch" and the early abundant productivity of his grafts have been amazing. Never before have we witnessed such an immediate and widespread dissemination of newly discovered varieties. Their seeds have already reached into the far corners of the country.

These new varieties are principally of the well-known species, PERSONAL CONTACTS. Their outstanding characteristic has been rapidity of growth during their first years. True, some specimens have proven short-lived, others may fail to mature and fruit. However, it is our duty as assistants of this director to see that when a variety fails, its desirable characteristics are preserved through cross breeding or through careful selection from among its progeny. As technicians we must see that the others are given every opportunity to become firmly rooted, that, like Sequoias, they may grow on for centuries. Here and there a diseased branch of an otherwise healthy specimen may require pruning; the tempo of the times may lead to the introduction of undesirable varieties which must be carefully eradicated.

The most widely acclaimed variety has been the Civilian Conservation Corps, outstanding in its effect upon forestry. You have all participated in its cultivation. Through it we have been brought into intimate contact with several hundred thousand youths at an impressionable stage in their life. In the confusing whirl of development a full recognition of the far-reaching influences we have the opportunity to exert may be submerged. This we must not allow. Each and every forester has a duty to see that his contacts with these men send them back into their respective communities forestry minded; that they thoroughly appreciate the social and economic values of the forests. This specimen exhibits all of the characteristics of long and productive life, and we should favor its establishment in those areas in which it thrives best.

Other varieties of this same group which have afforded us enlarged oppor-

tunities for personal contacts with the laboring class are the National Recovery Administration, the Civil Works Administration, the Federal Emergency Administration of Public Works, and the National Re-employment Service. These have served to increase our appreciation of the reservoir of labor available within and adjacent to the areas under our administration. They have introduced us to these people whom we have often previously regarded with suspicion and antagonism because of the fire risk they presented. From these contacts has developed a recognition of mutual interests with resultant co-operation. Although one of these varieties has already perished, they have several worth-while characteristics which will be preserved through more healthy progeny.

Another phase of the National Recovery Administration, the Lumber Code, is offering us, through the Conservation Article X, an unusual avenue of approach to the executives of the forest products industries. The quality of our contacts here will be reflected in the quantity of the practical applications made of the principles we advocate. An enroused public opinion guarantees the continuation of this variety which has resulted only after decades of enlightening propaganda.

A third group has brought us into closer association with those specialists of allied professions, the so-called brain-trusters, who are endeavoring, through experimentation and planned economy, to clear the channels of distribution. You have recently been engaged in the collection of data for the report to be submitted to President Roosevelt, December 1, on our land and water resources. In order that the results might not represent just the viewpoints of a single organization you have solicited and obtained the co-operation of experts in each of the affected walks of life. These contacts cannot have failed to broaden your appreciation of how the interests of all in these fields dovetail together.

The National Resources Board, which is responsible to the President for the submission of this report, is an offspring of the National Planning Board, established under the Federal Emergency Administration of Public Works. You have witnessed, and in some instances participated in, the development of its seedlings, the State Planning Boards. These organizations show promise of exceptional dividends, but will require constant care and attention to be most productive. Here, specialists in various activities have come together in common counsel, a challenge to foresters to see that their field is accorded its proper consideration.

Branches of two other organizations of this general group—the Agricultural Adjustment Administration and the Federal Surplus Relief Corporation—have invaded our realms. The Land Policy Section of AAA, with its Regional Directors, is attempting to solve the major problems of agricultural adjustment. The submarginal character of much of the agriculture within and adjacent to our administrative units has directed some of their attention in our direction. Resulting decisions with regard to reducing the quantity of this class of land bring the latter organization to carry out the actual purchase. These activities have familiarized us with the present-day thought of the agricultural economists who cannot have escaped a reciprocal appreciation if our job has been well done.



A variety which is a close kin to those described and regarded as equally short-lived is making every effort to sow seeds which will perpetuate its better qualities. This is the Federal Emergency Relief Administration, which is attempting, through State branches, to enable rural families to maintain themselves at a higher level. Co-operative projects, with the AAA supervising the planning, the FSRC purchasing the submarginal holdings, the FERA establishing the affected populations in more desirable locations, and the USFS furnishing the employment required to supplement food production, are under consideration. These organizations have superseded the activities of the Subsistence Homestead Corporation in the rural field.

The varieties just described are indicative of the attempt to solve our problems through delegating responsibility upon a functional basis, trusting to the co-operation of all concerned. The Tennessee Valley Authority, however, is an example of responsibility upon an areal basis, with all of the functions operating under a central council. Each function has full opportunity to carry out its purposes as long as its activities are in harmonious co-ordination with the others. The value of this principle in the activation of large-scale land-use plans is being demonstrated.

As a result of these recent developments there has been a dawning recognition of the enlarged scope of our job as foresters. We shall no longer be content to remain merely custodians of the areas under our jurisdiction, protectors warding off the devastation of fires, insects and disease. It is our task to so manage these resources placed in our hands that, in accordance with our guiding principle, we will actually produce the greatest total of net benefits for the largest possible number. We have been justly proud of our efforts in the past, and no better examples exist of successful planned economy than the National Forests. However, we have been constrained by a functional viewpoint which today is giving way to an enlightened concept of our areal responsibility.

There is now a belated recognition developing of our obligation to the dependent population residing within and adjacent to these areas. It is opportune that the Forest Service take the aggressive in bringing about an improvement in the social and economic conditions of this population. This means far more than seeking the good will of these people, securing their co-operation in fire prevention and suppression; it means utilizing every resource at our disposal to assist them to arrive at and maintain the highest practicable standard of living.

The outstanding blunder of today in our public relations is a proneness to apologize for some of the work we are doing. It is an admission of our near-sightedness that we feel it necessary to do this; that we should consider so many of our activities purely relief or made work. We must raise our sights and develop a social and economic viewpoint. We must recognize that even as scarcity forces the invention of substitutes, a surplus will stimulate the development of new uses.

We cannot afford to just sit back like stockholders in a profitable corporation and regard speculatively the exceptional natural growth in forest appre-

ciation which is taking place. The situation deserves the application of every stimulating principle which may serve to perpetuate the compounding influences at work. The present is a challenge to the forestry profession to accept the position they have been striving for years to attain. The rapid developments of the last year and a half have kept the snowball of public opinion rolling ever more rapidly; it must not be allowed to slow down; it can and should be accelerated, based upon sound recognition of the physical, social and economic importance of forests. The opportunities offering themselves to the personnel of the Forest Service for invaluable contacts with the public have never been equaled before. Seize them! make the most of them! and stimulate those under you to do likewise.



## NEW RELATIONSHIPS TO A NEW PUBLIC

Public relations will probably be the most important subject discussed at the Grazing conference in Ogden next month. But wait, that doesn't seem right; this is a *grazing* conference! As somebody once said, "Times have surely changed."

That article I briefed for you says that industry has a lot of new problems, but that fortunately it has also a new public to tell them to. I wonder if this idea does not apply to us even more than it does to industry. We are in the public eye in a way we never have been before. The public is expecting from us a lot more than it ever did before. The problems we must face are more serious than any we have yet faced. If we meet them properly, the social value of the Service will increase many fold; if we slip up, nobody knows.

But, most fortunately, the public with which we deal is not the public of old. It is a new public with a new social consciousness—a public more alert, more easily informed, and more sympathetic in its understanding.

All this is true of the general public, but not necessarily so for all subdivisions or special publics, as they are sometimes called. The livestock interests, the game interests, the recreation interests, the local political interests, et cetera, may seem just as narrow and selfish and unresponsive as in the past. But against them we have a new public with its new interests to which we have a hundred new approaches.

What I have said above, and what follows, must of course be received as the observations of an amateur. I know little about the technique of public relations, and I know only in a general way your problems. But I also have a hunch that you have been so busy that you scarcely know them yourself. In lesson 17 we discussed a method for analyzing contacts. That method is still good.

With this brief preamble, I will now introduce the subject proposed for this lesson. In a general way it is this: What about this "new relationship" to the public? Have we any, is it new, in what way, and why? It has been claimed by psychologists, by professional men, by industrialists, and also, I believe, by politicians, that the public has changed. Mr. Whitehorne's article has a bearing on this subject. The new public is said to be more alert, but also more "on



edge." Factions and special interests are much more intense and more insistent in their demands. On the other hand the public, the big public, is more easily interested, much less susceptible to hooey, extremely leary of the old platitudes, but not difficult to reach if your case has merit.

What this means in public relations work I do not know, but to my layman instincts it appears inevitable that you must do one of two, or both of two things. Either appeal your case to the general public, or play one special interest against another. That last crude statement is, I know, susceptible of misinterpretation. That comes from my limitations in the art of expression. What I mean is something like this: The game interests, to take one of many examples, are demanding that domestic stock be excluded from the Forests, while the stock interests are even more insistently demanding more stock with perpetual rights. We cannot grant both. One way would be to contact each separately, and try to satisfy them that we are meeting their needs as best we can; the other way would be to get the two together and use each one as a restraint on the overambitious demands of the other.

The stock industry of the West is up against almost an impossible situation. The depression hit it before it did most industries, and our Secretary, probably the best-informed man in the country, sees little prospect of permanent readjustment short of ten years. (See "A Charted Course Toward Stable Prosperity.") Naturally the stockmen are looking for a way out—any way out. Their own problem is so big that they do not see the other fellow's—or ours. They look to the Government for help. The Forest ranges represent their closest contact with Government. But if the Government gave them the range would it help them in the long run, or would it just prolong the period of readjustment? Until we are sure of the answer, I presume we should be careful.

Another thing about this matter that complicates it: Their story can be so dramatized that it will appeal to the public. The public has developed a "social consciousness." It will be inclined to listen. It will also listen to the game story, if well presented (and it will be), without realizing that the two stories conflict, or that they themselves have a "story" (interest) if someone would only write it for them, and that in reality, instead of opposing any one of them, we are trying to integrate all three.

One other angle to this "new relationship" idea is that we are a lot better known to the public than we ever were before. This has come about almost unknown to us while our attention was diverted to something else. We have done extension work for thirty years trying to educate the public, and had reached only a few. Then we become so busy doing things that we almost drop our educational work, and over night we are known to everybody.

For one thing, people are turning more to the Government than ever before—expecting more from it. Our big relief programs have helped. People want jobs, and we have had them. People talked about us and looked us up. Then there are the three C's. Everybody has been, and is, interested in them. Through them millions of people have gotten first-hand information, direct, appealing, understandable human information about the forests. Then there is that intensely human "Ranger Jim Robbins," who talks about his job so

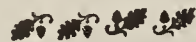
much. All in all, the public knows us now with a new and more sympathetic understanding.

My next point is that we have a lot of new and effective ways of reaching the public. There are new organizations, such as the new land-planning agencies. But someone else will tell you about them.

If what I have said is true, we have a lot of new problems and a new public. This new public has a new interest in us and we have new ways of reaching it. The question is, of course, what are we going to do about it?

I can answer only in general terms. In the characteristic Forest Service manner we are going to meet the situation and make things happen.

It looks like that is the place to stop, but I want to say a word more about our problems. Our problems, just as industry's problems, are taking on a new angle. Everything now has its social point of view. Communities and society must be considered, not just incomes and profits. Also, the unemployed and relief intrude themselves into every problem. What is the social interest? How does it affect the things we should do to and with the resources that the people have entrusted to our care? These are new considerations, and we must be careful to keep our balance. The unemployed need work, but if our help is to contribute to their spiritual well-being they must know that their work is socially desirable, and that there is some net in the benefits which it helps to create. It is so easy now to rationalize a value into anything we want to do. This is our chief danger. But after all I didn't start out to preach, only to ask you to consider and, if you have the time, analyze and discuss what it is you see before us in public relations.—P. K.



## REVIEWS

*Public Relations Policies:* By Earl Whitehorne, Assistant Vice-President, McGraw-Hill Publishing Company.

This is a short paper presented at the American Management Association conference held in New York last May. It begins with this statement, which I believe applies in a general way to our Service as well as to industry:

"Public relations have had very little attention during the last four years." While this is true, the general situation makes the need for public relations work greater than it ever has been in the past. It seems to me that Mr. Whitehorne's idea can be most readily grasped if divided under three heads, something as follows:

1. We have a new public with which to deal—an alert, interested, curious public, one not bound by old traditions or frightened by new ideas.
2. No enterprise can be run contrary to public thinking and public expectations. This new public wants to know.
3. The new material that the public wants cannot be put over unless it is *organized*.

This is the new public relations job with which industry is faced.



The public, because of its experiences during this depression, has come to look upon the work of the world in an entirely new way. We are beginning to evolve out of an aggregation of personal units into an industrial civilization. The New Deal has dramatized our social responsibilities. The NRA has focused the ethical and economic problems of industry in the public mind. People who in the old days never gave it a thought now realize some of the complexities of integrating modern industry, the problems and difficulties involved, and are concerned as to the standards they have a right to expect. In other words, organizations are becoming accountable to public opinion in a way that was never before thought of. This gives new significance to what we call public relations.

The first step in meeting this new responsibility to the public is to recognize our employee relations. Management must explain to its employees as it never has before, its problems and its policy. Employees must understand and properly regard these things when they make contacts in the field. The public's understanding of a company is built up largely through its representatives. The public accepts the employee, not as a special pleader, like an official or a sales manager, but as an individual who knows his work. Management must give more thought to capitalizing not only the loyalty of employees, but also their knowledge. They will not have the knowledge, or use it properly, unless it is organized for them; not only made available, but made to seem *desirable*.

There are advantages in this situation which has placed business at the bar of public opinion. It has made the people more alert, and people are therefore, more easily informed. And when they understand better our problems and our objectives they are going to be more sympathetic. This interpretation of our enterprises, in the light of the New Deal, and in the light of this increasing public interest, is going to become a steadily increasing responsibility of management.

But this cannot be done in a haphazard manner. It must be organized. There are too many industries and interests for the public to do this for itself. It must be made a part of the organization's planning and woven into all its plans. The codes have helped. They have brought facts out into the open. The new public interest has helped, but if the job is done it must be someone's responsibility to do it. Unless somebody has the dignity, the responsibility, the authority and the right kind of a budget it will not be done, and done it must be for the highest success under the conditions represented by the New Deal. A better-informed public demands of us a new type of service.—P. K.

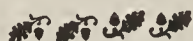
*How to Do Publicity:* By Raymond C. Mayer, Harper and Brothers, publisher.

The following quotations from the introductory chapter of Dr. Mayer's new book seem to be to some extent the enthusiastic overstatement of a specialist. Even as such they are intensely interesting and worthy of serious consideration:

"Publicity speaks for nations and governments. In fact, it is a chief instrument in the new diplomacy, the trump card of the world's new deal. It is the strong right arm of presidents and potentates. It is the international mental traffic director commanding people to stop, look, and listen.

In one form or another it gives direction to the thoughts and actions of people throughout the world."

"No matter what happens or how swiftly things shift around us, the public remains insatiably curious, eager to know what is going on and how it affects them or their interests, who and what is important and why, and in what direction events are moving. Consequently, those who are leading, planning, striving, achieving, frequently find it advantageous and good policy to satisfy this alert curiosity."



## SUGGESTIONS FOR DISCUSSION

This "lesson" was suggested to me by the program for the grazing conference, to be held in Ogden the first part of November. This is not a part of that program, however. I am not asking you to discuss any subject that will be discussed there. Possibly in your Region's preparation for the meeting you have been asked to contribute. I hope so. The thing that attracted me was the fact that the public is now interested in practically everything on the program. This reminds me that we once published Region 5's method of analyzing public contacts. I just wondered if we took each of the new problems in the program and analyzed it in relation to our contact analysis if it would not indicate pretty well what ought to be done.

I wondered also about the new words, such as "land-use" planning, "subsistence-homesteads" and others, what they mean out in the hills, and whether or not if I were back on my old job on one of the Forests, if all this talk about change would not sound like a lot of boloney. Have conditions or the public really changed out there (except for a lot more work)?

1. The question of new problems and a new public, do you have them?
  2. Take some one of your most persistent problems and try out the suggestion, that it may be analyzed in connection with your public-contact analysis. Does it suggest or indicate some new approach or method that will be a help? And how?
  3. Or take this question: Suppose the stock interests are successful in their attempt to perpetuate their grazing preferences:
    - (a) What difference will it make in the administration of your forest or unit?
    - (b) How are you going to square yourself with the game and other interests for letting them get away with it?
  4. Can you suggest an improvement in the method of analysis that you think makes it more practical or more useful?
- May I have your discussion by December 15?



## DISCUSSIONS OF LESSON 28

E. A. FOSTER

WASHINGTON OFFICE

WASHINGTON, D. C.

Those 600,000 rural families with living standards below those of the European peasants, where have they been all of these years? Are they a product of the depression, and with the mad days of the late 20's restored would they immediately become prosperous and start building two-car garages? The answer is no. These 600,000, or nearly that number, have been with us for a long time. To be sure, their condition is aggravated by the general depression. They are the backwoods farmers of the lake states, and the hill country of the east, and the poor white and negro farmers of the south (many of them tenants), and dry farmers of the western plains and plateaus. Many of them are within the national forests.

The depression has focused our attention on such groups of the population, and this impressive figure has emerged from the studies of the agricultural and social economists, to impress us with the fact that while America has been the land of freedom and opportunity, the freedom has included freedom to stagnate and degenerate unnoticed, the equality of opportunity has included the opportunity to sink unnoticed to low levels of social and economic well being.

The proportion of these submarginal families is especially high in the national forests of the east, which largely, unlike the forests of the west, have had, and are having, to begin with the social and economic wastage left in the wake of destructive exploitation of forest-growing stocks. But their occurrence in the national forests is not confined to the east. I well remember a pack-train trip through belly-deep snow in the California mountains to take a supply of donated food to one of this very 600,000, who had elected at the close of the fire season (from which he had gained a small stake as a fire fighter), to move his family, including three small children, into one of the most remote cabins on the forest, from which he proposed to emerge in the spring with a fortune in furs. A lion hunter had brought down word of the pitiable condition of his wife and children in a bleak, floorless and stoveless cabin, with food supplies nearly exhausted. Similar errands of mercy have fallen to the lot of most of us.

But up to a few months ago most of us passed the miserable shacks of the backwoods people with scarcely a thought. If we thought at all it was probably to the effect that people must be very shiftless and ambitionless to continue in such a way of living. Today we are giving those cabins a second look and a second thought. We realize that the stagnation and the poverty of these people is not wholly their own responsibility. We realize that for many of them opportunity has been lacking, and that, handicapped by malnutrition in childhood and lack of education, they have had little opportunity other than to continue in the impoverished way of living of their fathers. We have observed that, given a chance to earn a small cash income, many of these people improve their homes and see that their children get more schooling and better food. Given such opportunities they not only improve their own conditions, but become better citizens, more interested in government and in the improvement of their communities.

We now propose to so handle the resources of the forest as to contribute more directly to the rehabilitation of these families. If their unsatisfactory condition arises from their being located upon submarginal lands, we are going to give them an opportunity to move to better land, and we are going to attempt to give them part-time employment in rebuilding the depleted forests and in developing and improving the forest for its many uses.

I think P. K.'s shortest paragraph in his discussion of land planning is one of the best. In connection with planning, he says: "Further, such a plan cannot be just a forest plan; we must go outside the forest and plan for a community or a region." In the work we have been doing to prepare the Forest Service contribution to the National Resources Board Report, a thing that has come to our attention time and again is that the national forests are the largest example of planned land use to be found. The forests, especially those of the east, have had as one of their objectives the demonstration of good forest practice. It now develops that they have not only demonstrational value, but that policies which have been developed are of distinct value in other land-planning activities. We have been able to contribute very appreciably to the writers of the report out of experience gained in planning and directing the use of the national forests.

A second thought that has been recurrent in assembling the data for the NRB is that while the Forest Service has planned well for its forests and range lands, either through modesty, or through failure to recognize the problems, or from the feeling that it is outside our jurisdiction, we have not fully met the problem of maladjusted agricultural use of land within and adjacent to the national forests. If the national forests are to serve as well-rounded demonstrations of planned land use, the acquisition and reforestation of these farms, and the resettlement of the families living upon them must be accomplished.

Because we are interested in whole communities and regions, our work on the national forests takes on added significance. The success and efficiency with which submarginal families are relocated on good land and grouped into communities and given part-time employment on the national forests will have a large part to play in the adoption of similar practices on the balance of the forest land and upon land in general.

Another thing that comes out in connection with the NRB work is that, as the chief forestry agency, the Forest Service has a responsibility to be informed upon forest conditions on all forest lands, and to be prepared to report forest conditions to the public. It is recognized to be a responsibility of the chief forest agency to call attention to the fact that the type of management to which large areas of forest lands are being subjected is not and cannot produce economic and social benefits in nearly the abundance nor as continuously as could be done under a more plan-wise treatment.

It is as though we were looking at our old job from a new vantage point. It is seen in broader relationships; new responsibilities and new lines of endeavor become apparent. As P. K. indicates, it means a redefinition of the Supervisors' and the Rangers' jobs. It means that administrative officers must be sufficiently free of the details of current business to exercise vision and



imagination (which, needless to say, they must have in ample quantity), to analyze current conditions of land use on the forest and adjacent lands, and to fearlessly and boldly plan and direct such changes as are closely needed to develop the land to its maximum social and economic benefits.

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H. R. HUGHES

MEDICINE BOW

CENTENNIAL, WYOMING

Zoning applies in the west equally as much if not more than it does in the relatively thickly populated areas of the east. From the standpoint of county and state as well as federal expense it is an extremely desirable and an almost imperative action. Maintenance of hundreds of miles of roads and large numbers of rural schools economically antiquated continue to add to the burden of taxation in order to give the privilege of accessibility and education to a meager minority at the expense of the great majority. Tax contributions from these isolated sources have never come within a small fraction of meeting the cost of administering these granted rights of citizenship. The crops from these lands are surplus, and for years have been produced at a loss. A proportionately small number of occupants possess clear title to their land and stock. Payment of interest on mortgages and loans requires more than the returns received from the land. Annually this interest adds to the principal, and debts mount in spite of effort. Zoning this land according to its greatest economical value will partially solve the problem of overproduction by removing this land from productive status. It will also create another problem by establishing communities where none or small ones existed before and making necessary employment for many where jobs for none, or at best only a few, were previously to be had. Here lies our problem and objective. The resources of the Forest must be inventoried and classified. Full use must be made of those activities that will create work and also yield returns. Planning this use presents an opportunity to utilize, develop and improve Forest resources along lines far in advance of anything heretofore deemed possible at this period of Forest Service administration.

Consistent with the thought of producing employment is the suggestion that the Service should harvest its own wood crop. It is desirable. Present operators hire many workers on a piecework basis. Salaried employees and day laborers still work eight hours each day and six to seven days each week. We could increase the number employed by eliminating piecework or placing a limit on individual production, by cutting down the hours per day and days per week. Efficiency need not be sacrificed even though more men are hired to do the same thing. Providing more employment for both the worker and the Forester is the chief advantage of Service harvesting. Another advantage is that harvesting can be done according to the best practices of Forestry more easily than we do at present under the contract, marking and inspection system. A Forester woods boss to see that the job is done right is a great deal better than an inspection to see whether an operator has skipped a job to save a dollar or stole a tree to make one. The system is not without serious disadvantages. Marketing these woods products places the Service on a competitive basis, with profit-earning firms utilizing the crops of privately owned lands and strength will be added to the cry of bureaucracy and government in business. Share-

holders of stock companies and small operators depending for revenue on profits derived from the sale of Forest timber will be suddenly cut off and fuel will be added to an increasing blaze of opposition. However, the objective is social in nature, and if such a move will help to fill the existing gap in employment it is the proper thing to do, regardless of the inconvenience to and opposition from the comparatively few affected.

Relief workers can be used to do many jobs within the Forests, such as road and trail construction and maintenance, stream and pond improvement, administration of wild life and game animals under the supervision of the game managers, construction and maintenance of range and boundary fences, and other jobs as existing in the various localities. The submarginal land adjacent to Forests contains areas well adapted to subsistence farming. Small communities can be established on these tracts and adjacent Forest areas developed by employing these occupants during a part of the year. The Forests and near-by lands are better adapted to this type of social use than any other areas in the country. To date the idea seems to be chiefly associated with small tracts adjacent to established industrial centers. This simplifies the planning problem. In our case we must create the industry.

Few communities in the west have any industries around which the settlement is built. Most if not all the communities originated from booms—mineral, land or railroad. When the heyday subsided and passed, the progressive and ambitious departed for more advantageous points. Those less inclined remained, established homes, and from various sources have managed a sufficient, if sometimes meager, living. It is around these communities we will build our plans. Some will have to be moved to better localities, and all of them must be built up by the addition of families to be removed from the congested centers and isolated localities. Employment must then be furnished and subsistence provided by supplying each family unit with sufficient irrigable land on which to raise the greater portion of their food. Thus existing communities will be benefited by the assurance of a steady income and a reliable source of supplies. Any established industries not directly in competition with products produced and marketed by the Forest workers will benefit from the increased income and stability of the community.

The forage crop of the Forests can be used to furnish summer pasture for the stock of subsistence homesteaders. Community pastures can be established and fences constructed by the tenants. Areas to be grazed by domestic stock can be fenced from those set aside for utilization by wild life. A system of control can be worked out that will render our present methods of grazing administration impractical and obsolete. In return for grazing privileges, the tenant can do jobs as delegated by the range manager.

A few stockmen have always made money. The past few years, it is true, they haven't made much, but they are still on solid footing, still in the ranching business, and have no intentions of ever doing anything else. The majority, however, are in poor financial condition and only hanging on for a rise in the market. In the best of times they didn't make a very attractive profit, even though it seemed large in the days of the fancy prices. Figured on an investment basis over a reasonable period of years, a ranch has never been a first-



class stable business proposition. I speak of the major portion of the ranches as they exist and have existed in the west. Some ranchers are fortunate enough to be in exactly the right locality, possess the correct and necessary improvements and equipment and also the kind of ability required to efficiently manage that type of business. They are still in the running, and probably always will be. The loan agencies, both private and government, already own, or soon will, about all the others. Some of these areas are adapted to and can be broken into subsistence farming units. Others will revert to controlled range land, and will be zoned into such. Since this majority cannot produce stock at a profit sufficient to furnish them with their entire living, the problem becomes one of providing them employment from which they can obtain a cash income, and allowing them to retain or obtain the required amount of land necessary to raise the major portion of their subsistence. As far as the problem of relief is concerned, these westerners differ very little, excepting in land experience, from any other type of tenant to be considered for a subsistence homestead. They cannot continue without assistance. When these inevitable moves are made the ranch-stock industry as it has been known and existed in the west for the past several decades will be gone, probably forever.

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LEE P. BROWN

REGIONAL OFFICE

PORTLAND, OREGON

To a limited extent the Forest Service has toyed with the zoning idea of its own employees in the sense that in some Regions and on many Forests there has been a tendency to group employees at fixed locations. For example, I stopped on the road the other day to inquire my way to a ranger station. "Oh, you can't miss it," exclaimed the rancher whom I asked, "it looks like a young town." Sure enough, there was a district ranger, a protective assistant, a guard, a combination truck driver, mechanic tool sharpener and warehouse man, and a timber sale ranger. There was also a bunkhouse, in which I stayed with three laborers who were engaged in near-by construction and maintenance work. In short, a community of five families and three temporary laborers on one 160-acre station. Zoning, as I take it, is simply one form of concentration resulting in increased economic and social advantages for those concerned. I'm all for it. But it has its disadvantages.

For example, during the boom a large forest unit was opened up, railroads, mills and a community or two developed on the strength of the markets then existing and a sustained yield cutting plan made for the unit. Markets have changed, utilization cannot be as intensive. If held to their contract the company cannot operate; if they close down it will result in further loss to them, and they have already written off a large part of their investment as a loss, due to the depression. If they close down, business in one town and several near-by camps will fail and several hundred people will be on community or state charity in a county and state which cannot supply the funds. What is the answer? I don't know, but my guess is that probably a compromise will result. The Forest Service may find it necessary to high-grade the unit, taking out a smaller number of trees of best quality, shortening the cutting cycle (and this may not be bad silviculture), thus permitting the operator to at least operate without further loss, and furnish sufficient employment to at least subsist the

community. Other factors, of course, enter and must be considered by those making the decision, which will not be easy to make.

If the Forest Service did its own logging the profit item could at least be partly spent in the employment of labor to carry on silvical improvement of the forest (cultural operations under CCC set up). This would put the government in direct competition with private logging industry in the Pacific Northwest, which is probably undesirable at the present time under existing conditions of liquidation of private stumpage.

Forests can be of use in facilitating utilization of by-products. Game, berries, medicinal barks or herbs, ornamental shrubbery, such as fern fronds and huckleberry brush, forage crops, recreational facilities, water power, as well as timber.

In Washington and Oregon the timber crop is the export crop of the region, bringing money into the states. As the East becomes more nearly self-supporting through Forest Management of its timber or waste lands this region will have to rely more and more on South American, Australian and Asiatic markets. The probabilities are that, compared to Eastern forests, the West will practice extensive types of forest management unless the foreign markets develop and can pay a high price for the timber they buy from us.

I think every Forest Supervisor has to some degree conscientiously tried to give work to those settlers and residents within the forests, and second, to those in the near-by camps and communities or villages. In short, they have been contributing to subsistence homesteaders by furnishing the few months of paid employment necessary for them to "get by" on their "stump ranches." More might be done by a change of emphasis on old practices or viewpoints. Each Forest is a problem in itself to be analyzed as such on the basis of regionally accepted facts, principles and objectives.

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## ANSWERS TO SUGGESTIONS, PAGE 25—BOOKLET NO. 28 JUNE 30, 1934

C. S. ROBINSON

SANTA BARBARA      SANTA BARBARA, CALIFORNIA

1. The zonation theory is based upon sound economic principles. The population of this state has increased beyond the saturation point—people are either herded together, or forced to attempt subsistence on unsuitable land. Arable acres of real agricultural value are limited in Southern California. The three zones—forest, recreation and unrestricted—as sponsored in Wisconsin may not be feasible here, but some such system is. Water is the controlling factor in Southern California.

Limitation of schools in rural districts seems to me one of the keystones for planning. Near this forest we have an area of 200,000 acres of low-value grazing lands. Spotted farming has created a demand for four schools, all of poor quality. Concentration would provide means of supplying one good school and real teachers.

2. I believe that distribution of labor is as well accomplished by selling standing timber to local mills as it would be if the Service harvested its own



wood crop. Mills now in existence furnish employment to communities. No sense in robbing Peter to pay Paul.

3. National forest land in Southern California offers an opportunity for
  - (a) fuel wood supply
  - (b) honey production
  - (c) increased production of game birds and deer for food
  - (d) homesites for people with small incomes by reason of low cost of special-use permits.

4. Agricultural acreage negligible in National Forests.

5. Quickest method of relief to small owner would be to provide winter range; summer feed for one or a few head can usually be arranged.

6. A decrease in small herd ownership. Men with 100 head of cattle run as a side line cannot compete with large, well-managed ranches where cattle are finished at home on feeds grown on the place. The successful stockman must eventually be a good farmer, as the two are inseparable in the large producing belts of the middle west.

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ANDREW HUTTON

SAN JUAN

DURANGO, COLORADO

1. It is my opinion that the zoning idea is just as practical and applicable in the west as elsewhere. I do not believe that isolated settlers are necessary for the highest development of resources. We have hundreds of ranches in the west on which it is impossible or impractical for a family to make a living. In many cases within the Forests stock are being fed during the winter on ranches at such elevation that winter feeding is economically impractical. As a whole, many of these ranchers would be benefited if their present ranches could be exchanged for smaller, more productive ranches at lower elevations and their present ranches used entirely for summer grazing purposes.

2. No doubt the Service can harvest its own wood crop, but I cannot see the justification. If the Government is justified in harvesting its own timber, then why not have it produce its own food crops, run its own railroads, etc.; in fact, take over all industry? Whether or not Government logging and lumbering can be done more efficiently and economically can only be proven through trial. It is my opinion, however, that Government logging would be more expensive, and I believe that we should go slow along this line. Government logging and lumber manufacture may prove costly on a large scale, and may eventually lead us to the opinion that many of our private logging enterprises were not as inefficient as we once thought. If done more efficiently than private logging surely more men could not be employed, and so far as distribution of labor is concerned we have that control now if we wish to exercise it by the control of the size and location of sales. I cannot see any advantage to Government logging.

3. Recently submitted plans covering possibilities of creating work for local people on the National Forest indicate that much can be done, although some of the work contemplated may have little or no merit economically. We can employ thousands of people permanently on the Forests, but some of the work

which can be done is, no doubt, economically impractical except from the relief standpoint.

4. The effect on permanent communities or established industries would depend on the work done. If Government logging was practiced on National Forests, or if the Government completely handled the utilization of any other resource on the Forest, private industry would, no doubt, be affected. Whether this effect would be detrimental or not depends on so many factors that it seems impossible to answer this question.

5. Proper utilization of the forage crop can be used to promote relief. There are hundreds of jobs that could be done in connection with the utilization of this resource if funds were available. Improvements could be constructed, poisonous plants eradicated, rodents exterminated, etc. This work would require money and men. It would create jobs, and would promote relief in the long run only if economically justified.

In my opinion, subsistence homesteads are not practical in this section of the west.

6. The permanent changes expected in range-stock industry, as a result of the present emergency and its adjustments, is a matter of conjecture. Anything can happen. In my opinion, however, some of the changes to be expected are as follows:

1. Smaller herds in pastures or on ranches.
2. More intensive management.
3. Better class of stock.
4. Less grazing, both as to seasons and numbers, on summer ranges.
5. Gradual trend from range stock to dairy stock.